S. HRG. 100-920

VOLUNTARY NATIONAL SERVICE AND EDUCATION DEMONSTRATION PROGRAM ACT

HEARING

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

ONE HUNDREDTH CONGRESS

SECOND SESSION

ON

S. 762

TO PROVIDE FOR A VOLUNTARY NATIONAL SERVICE AND EDUCATION DEMONSTRATION PROGRAM, AND FOR OTHER PURPOSES

OCTOBER 26, 1988
BURLINGTON, VT

Printed for the use of the Committee on Labor and Human Resources

U.S. GOVERNMENT PRINTING OFFICE
91-386 WASHINGTON : 1988

For sale by the Superintendent of Documents, Congressional Sales Office
U.S. Government Printing Office, Washington, DC 20402

S54-15

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VOLUNTARY NATIONAL SERVICE AND EDUCATION DEMONSTRATION PROGRAM ACT

WEDNESDAY, OCTOBER 26, 1988

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Burlington, VT.

The subcommittee met, pursuant to notice, at 10:00 a.m., in the Mann Hall Auditorium, Trinity College, Burlington, Vermont, Senator Robert T. Stafford, presiding.

Present, Senator Stafford.

OPENING STATEMENT OF SENATOR STAFFORD

Senator STAFFORD. The meeting of the United States Senate Subcommittee on Education, Arts and Humanities will please come to order. We would ask Dr. Newman if he would come up to the platform.

I'd like to begin this hearing by thanking Sister Janice Ryan for hosting this subcommittee on Education, Arts and Humanities hearing at Trinity College. Her strong interest in community service and national involvement on this issue was instrumental in convening today's hearing in Vermont and at Trinity.

The enactment of S. 762, the Voluntary National Service and Education Demonstration Program Act, will be a top priority for the Education Subcommittee Chairman, Senator Claiborne Pell, in the upcoming 101st Congress. Testimony presented at today's hearing will be made a part of the record compiled by the subcommittee in their deliberations on this legislation.

As in many other educational arenas, Vermont has led the way in creating innovative community service programs. On the junior high, high school, and post-secondary level, students throughout Vermont have the opportunity to combine voluntary service participation with traditional studies. We are witnessing the start of a national dialogue on the importance of community involvement for students of all ages. The Congress of the United States and both presidential contenders have voiced strong support for expanding community service opportunities nationwide.

The distinguished witnesses who have graciously joined us today will discuss the topic of voluntary community service from many vantage points. We will begin with Dr. Frank Newman, President of the Education Commission of the States, and the moving force behind the creation of the now 121 member Campus Compact Program.

Retired Admiral James Watkins will present testimony regarding the personal excellence program he developed while serving as Chief of Naval Operations, and the Youth Voluntary Service initiative which is part of the Republican Presidential platform.

Our Vermont witnesses will describe statewide and campus-based programs. We will hear from administrators and participants about the value of community service for Vermonters and their assessment of the legislation now before the Subcommittee.

S. 762, the Voluntary National Service and Education Demonstration Program, would have two major provisions. Title I, Service and Education, would be authorized at $30 million. These funds would be used to make grants to state higher education agencies to implement programs of civilian community service. Students would be eligible to participate in the civilian program if they were between the ages of 16 and 25 and had graduated from high school. While serving in a community program, the student would receive a monthly stipend. After completing the program, they would be entitled to a monthly education benefit, plus 18 months of full-time tuition for post-secondary training.

State agencies would also administer a program of education benefits for individuals who chose military rather than civilian service. The benefits provided to a person completing military service would be in addition to educational benefits paid by the armed services.

Title II, Education and Service, would authorize $5 million a year to enable the Peace Corps to test a program of educational training leading to service as a Peace Corps volunteer. Participants would receive full education benefits for their final two years of post-secondary education in lieu of two years service in the Peace Corps.

The value of voluntary community service as an enhancement to post-secondary education programs was a topic of considerable debate during the 1986 reauthorization of the Higher Education Act. At the urging of many of you here today, several campus-based programs were amended to encourage schools to make community service options available to eligible students.

A new initiative in the Fund for the Improvement of Post-secondary Education (FIPSE) titled "Innovative Projects for Community Services and Student Financial Independence" has received funding from the Congress for three years. This program allows interested colleges and universities to experiment with community service participation in exchange for tuition and fees. It has been one of the most successful programs enacted by the 1986 reauthorization.

There is no stronger voice in support of community service and education in the United States Senate than my good friend and colleague, Senator Claiborne Pell. Upon introduction of S. 762 he said:

> National Service should be a noble calling, and for successful completion of that calling, there should be a noble reward. Nothing, to my mind, is more noble than the opportunity to expand and improve one's mind, and no pursuit is more ennobling than education.

Today's hearing is a first step toward enactment of S. 762. I'm very pleased that it's taking place in Vermont on the campus of a Vermont institution which is committed to making community service education opportunities available to its students. I look for-

ward to hearing from all the witnesses who have joined us and once again wish to thank you all for your willingness to participate in today's subcommittee hearing.

The first witnesses will be Dr. Frank Newman, and he will be followed by Admiral James Watkins. And I also feel apologetic to have to say it, but in view of the numbers of witnesses and the limitations on time, we have asked the witnesses to complete their opening statements in five minutes or thereabouts, if they can do so.

With no further adieu, Dr. Newman, we welcome you here and we'd be glad to hear your testimony.

STATEMENT OF DR. FRANK NEWMAN, PRESIDENT, EDUCATION COMMISSION OF THE STATES, DENVER, CO

Dr. NEWMAN. Thank you, Senator Stafford. May I take a personal opportunity on behalf of my colleagues to thank you for what you have done for education during your time in office. It is an extraordinary thing to find someone as interested in the public welfare rather than individual, your own interests, and we have been grateful for that over the years and I just want to say thank you.

Senator STAFFORD. Thank you very much, sir.

Dr. NEWMAN. I also want to thank you for the opportunity to come and testify on what I think is one of the major pieces of legislation that is going to affect higher education in this next decade.

Walter Lipman said fifty years ago that this country's most difficult issues are mainly matters of the spirit more than anything else and that is certainly true of higher education today. For this country, the 1990's are certainly going to be a period of intense challenge and there is a wide spread sense that higher education must play a role in responding to that challenge.

I recently returned from and OECD conference in Paris on the question of management in higher education. I was struck by two themes that ran through that conference. One was the commonness of the problems that faced higher education in its relationship to society and the intense interest in every country on using the higher education system more effectively to face those problems.

But the second was that while I was sitting there being impressed with how flexible, effective and involved American education was compared to our European colleagues, repeatedly, over and over again, they kept referring to this as a period of time in which America has begun a major decline, decline in power, decline in leadership. They were also very focused on 1992, as you know and the whole idea of the Common Market emerging in 1992, and they were beginning the process of trying to find ways to readapt the higher education system for that.

My own belief is that they underestimate our capacity to rise to the occasion, but it will hardly be easy, and I think an important part of that is to ask ourselves the characteristics that are going to be asked of a college graduate and I think this bill in many interesting ways addresses that question. For example, it's a period of time in which every segment of society has come to the conclusion that much greater involvement of people has to be the order of the day.

Businesses are looking at this as how do we get everyone involved in a successful operation of the business, no longer just following orders. The same is happening in the schools. We are trying to restructure schools that way.

But as important as that is for the work force, what about involving people as citizens in the urgent problems that we have? Well, think about problems of environment, demographics, the young people at risk. We are in danger of what one might call "Yuppie isolation". People who grow up in isolation from those problems do not see them as their own responsibility, do not see that they have a role, and this encourages people who can get right in the middle of those things.

The second thing is we are in a world that is increasingly international in scope. There is no getting away from that. We see that every day. If there is one thing we ought to be thinking about it's how do we get our young people to understand that there are other cultures in the world, and it is perfectly all right that there are other cultures in the world.

It's so easy to grow up in much of the United States of America and believe that the only sensible culture is the American culture, and that is fatal in today's world. And by enhancing the Peace Corps, we will find the ways, I think, to bring that to the fore, not just because the Peace Corps is important, but by giving the visibility to the Peace Corps, it will as it did in the first round of the Peace Corps enhance a whole series of other kinds of programs.

The value is the development of these skills and others that one gets from community service are, and they extraordinarily valuable and maybe even essential to the country so there is even more at stake. There has been a lots of discussion around the subject of values and not discussion, I might add, about the values themselves but about the question of who has values and who doesn't. But there are two values in particular that I think are in danger of slipping away, and that this bill helps return to center stage.

The first of these is the whole idea of service to the country and community as a responsibility and privilege of every person coming through, and particularly those citizens who are the most privileged, and that is certainly the students who end up going to colleges.

In the past this was often seen, not solely, but often seen as military service, and it was often coupled, in fact, with right from very early times with the opportunity to attend college. Probably the most visible efforts of that were ROTC which is a direct program and also the G.I. Bill which is also direct. But we have other things, as you well know. We have a program for training MD's in the Public Health Services, and that is also true in the states as well.

Minnesota, for example, has a major program of getting people to serve in their states and positions by helping finance them through their medical school experience. But 17 states have teacher loan forgiveness problems. Jefferson County, in Colorado, right next to our offices in Denver, has a program of, just like the ROTC, hiring young people, giving them the opportunity to go to college and having them serve in Jefferson County for an equivalent number of years in return.

Unfortunately, this concept of service has been allowed to atrophy. And I don't mean just the most visible signs of that where someone will even go to the point, as happened as you may recall a few years ago in making a commencement address around the theme "Greed is Good", which is certainly an egregious reversal of that, but I mean a broader erosion that is involved with complicated issues of how sophisticated and difficult the problems we face are.

If you have problems of acid rain or a tremendous change in demography in this country, these issues seem so large that the individual seems hopeless in those issues. We have a sense of individual powerlessness complicated by a media which often seems to be attacking without a constructive motive.

What ends up then is this rise in public cynicism which we have seen spreading among young people today's colleges, and this is even in the face of the gains we have made in such things as morality in public service, the standards of conduct in public office with the increased awareness of problems of pollution and so on. So I think it's essential that we find a way to restore the idea that service is a part of everybody's life, and you come up, grow up as a part of your responsibility, as a part of your development.

The second force that I think is terribly important is the power of historic idea that we have that the poor but determined deserve a way to go to college and then when they finish college they end up their schooling on an equal footing with everyone else. Maybe you started out with a silver spoon and I started out with no spoon, but by the time we are out of college, we are even.

Increasingly, we are financing college through the mechanism of all of us so that it may be that we end up out of college together, but I have a massive loan overhanging. We have prided ourselves on every campus that someone has gotten through by hard work. When I was at Stanford, it was Herbert Hoover who used to walk to the campus and they used to recite that case study over and over again. We have had a lot of things that built on that.

The Land Grant Act, after all, not only talked about what we would do for agriculture and for agricultural science, but it talked about the opportunities for the sons and daughters of the working class to attend universities and colleges by making them inexpensive.

The G.I. Bill said that anybody could go to college. Didn't matter what branch, if you had served, you were eligible. And it said you should go to college if you had the means.

This bill has several advantages. It not only reinforces those two values, but it does some other things. It draws in the states. Now a number of states—you already mentioned Vermont, Senator—a number of states are already deeply involved in their efforts in building community service programs and that is spreading quite widely.

This bill encourages that trend and it also gives the opportunity for flexibility in that kind of response. It draws in the colleges.

As you mentioned, a number of years ago, some people, including Sister Janice, began what is known as the campus compact which is a rapidly growing program in colleges and universities where the president has made a personal and institutional commitment to get

college students into public service, partly for their own benefit because they learn three skills, and partly because it is so essential to the idea of the kind of society that we are talking about.

Now we are in the process of seeing state-based campus compacts. There is one in Pennsylvania, one in California, one in Michigan and a new one starting in Florida. Clearly, the colleges are ready to respond. Perhaps most important, the bill recognizes something fundamental; namely, that giving money to students to help them through college is not just a financial issue. It affects who goes to college and what is learned.

The way the financial aid is structured is an educational issue, not just a financial issue. Loans are very difficult to get in some cases, and what you are doing is putting forward a mode of financial aid which has a powerful educational and social benefit.

In closing, let me raise the point, does the public care? Is there any support for this? I believe that this whole idea of service in our society is an idea whose time has come. It's not only that we have found that the campuses our responding and way beyond what we believed. We thought it would be difficult to get a hundred institutions. We have done no recruiting and we have found more and more are coming in. More and more states are interested and more and more governors are sitting down and raising with their campuses in their state the idea of a campus compact for that state.

But that is not just the issue. Both candidates have argued for community service. Businesses, increasingly—I had met with the chairman of the board of a major corporation yesterday where they are saying we want our people involved. They see urgent problems. They see problems such as the adverse youth in our cities. This is not a problem business might be involved in out of good will, but it addresses questions of absolute self-interest and survival.

Even the other day at dinner I was stunned to find a man that I knew quite well who has taken on the personal responsibility for a group of adverse youth, and when I tell you his occupation you will realize that the idea of public service has reached into every nook and cranny in our society. He is a large, very well known Wall Street takeover lawyer. Now if public service as a concept reaches the Wall Street lawyer, we have perhaps penetrated the last bastion of the American movement.

What I'm arguing is that there is a basic stirring in this country. The problems are urgent. We must become more competitive and we must become effective partners and we must address the difficult problems. We can't keep putting more and more people in jail. We know this country has in every state court mandates to expand the jail system. We are the third largest per capita in terms of the numbers of young men jailed following behind Russia and South Africa, no place for us to be. We must address the need to insure the success of the broad groups of minorities in this country who are struggling and to aid the environment. Name it and there are urgent problems.

But there is a stirring and it needs encouragement, and this bill, Senator, in my opinion gives an important visible, useful form of that.

Thank you.

Senator STAFFORD. Thank you very much, Dr. Newman. We'll be very pleased now to hear from Admiral Watkins.

STATEMENT OF ADM. JAMES D. WATKINS (RETIRED), FORMER CHIEF OF NAVAL OPERATIONS, U.S. NAVY, WASHINGTON, DC

Admiral WATKINS. Thank you very much, Mr. Chairman. I'd like to echo what Dr. Newman has said about your leadership role in the field of education. I particularly want to mention this morning the very forward thinking section of your, Senator Stafford's Education Improvement Act of 1988, which included the concept of community service and perhaps what is still hidden too far into that particular bill but is a very important adjunct to the education bill and also included health and education in our schools as part of that process. And I believe a linkage between S. 762 and that bill is very closely coupled, and I'd like to focus today on what you might call the precursor to make S. 762 as effective as it possibly can.

I'd also like to echo the thoughts of my friend, Dr. Newman, with whom I have worked for several years in the same field. We see eye-to-eye on this issue. And I come into this process late in the game in the private sector, but having been very much involved in the uniformed sector on exactly the same issues that Frank has just raised. So I endorse fully what he said and rather than repeat those elements, I'd like to come in from a little different vantage point and tell you why I think 762 is critical.

I had about 25 years of leadership experience in the Navy in personnel management. I was the Director of Enlisted Personnel, the first one in the Navy, dealing with about a half a million youngsters coming in. If you remember the 70's, it was a time of transition for the draft in the military.

Frankly, in the military we did not know how to handle what we now call the human risk problem, the illiteracy problem, the increasing numbers of young people with health problems, the motivational problems to get people out of the drug culture and other distasteful aspects of young people's lives. We had to build these from the ground up, but more importantly, we were looking ahead at the manpower projections for the late 80's knowing that the demographics were then at hand to tell us that this nation was going to be in serious trouble in human potential for the nation were we were not to pull together in partnership and work on the issue together.

So within the military, within the Navy, we had to develop some new concepts which we call personal excellence which is an integrated concept along the lines of your Educational Improvement Act Bill. And we found the most useful programs to bring our readiness up were not solely focused on literacy or solely focused on health reform, but the motivational aspects or what I would like to refer to this morning as Navy Community Service, building the skills we needed with peer counseling as well as peer mentoring and all the other sophisticated skills we need for adult involvement or from the private sector to pull ourselves up and deal with the youth at risk issue which we now call the disadvantaged or the hardening of the underclass, it's all the same set of issues, that we

cannot reject that segment of society anymore. We need them desperately to work with us in the mainstream. That is why these things are all pulling together in a common vector to a better nation, and I believe we are at a critical turning point.

Now all my thoughts and actions in the Navy to get the military much more heavily involved with the private sector in partnership, provide facilities, teachers, whatever was necessary to fill voids where they now exist was my recent experience on the AIDS Commission. People really were looking for simple, quick fixes for literacy, "Let's get a computer program. Maybe that will fix the problem. It won't cost too much and then we can write that one off, Folks. Let's put out some condoms. That will certainly solve that problem and we can get on to the next event." That sort of thing, the bandaid approach to life.

And we saw a society out there that was totally unready for this epidemic. Our relationship with each other, the humanitarian spirit that I thought was there was absent in so many cases. Discrimination was clear. We had a health education program that was essentially bankrupt. The very best witnesses in the nation came forward telling us that we simply had a D minus. That was the grade they gave us in health education, with the growing problems we have in the poverty and the underclass coming up with a tremendous inaccess to health care.

We saw a society that is litigious in nature, so litigious that it constipated our ability to get on so with many important programs such as vaccine development, for example, which is now mostly all show.

I think most importantly we saw out there the goodness in America that is ready to respond, which is the very kind of thing that is contained in the concept of this bill that would pull the nation together.

You cannot solve many of these problems unless you go into their larger context and deal with them on a much broader basis. And it is clear to me that the whole concept of community service, our sensitivity to our responsibility in the community is critical, in fact, I believe it is the glue that binds the other education health reform together to make sense out of it, and makes it relevant from the young person's points of view.

So I applaud what you are doing here and I have submitted a more detailed statement for the record giving specifics on recommendations that I think are essential precursors to making 762 eventually very successful in the nation. I believe it will start in our schools, in an academic forum as early as K through 12, in application, probably at the middle school or upper school or junior high school and high school level.

I am on the Carnegie Council for Adolescent Development, and we are about to give birth in January of next year to a middle school curriculum which includes those elements in your education improvement act which include youth community service and take advantage of the Title II grants that are there and to begin to try to move the nation in a holistic integrated way in educational reform. That is all.

So I heartily endorse what you are doing. I believe it fits beautifully into the national scheme of things irrespective of advantages

and even if we look at it from a self-interest point of view, business self-interest, it makes sense.

No matter how you look it, humanitarian or from a business sense, it's a sensible approach to life now, and I believe that you are at the very heart of bringing a new ethos to this country that is so critical to our survival as the leader of the free world. I really believe it is that serious an issue and that important an issue.

I would also like to ask your permission to enter into the record three documents; two are articles, very thoughtful articles contained in the Washington Post that deal with at least one of the candidate's approach to community service.

Vice-president Bush, I believe, has given us an indication that this is high on his agenda. We know that it is high on Governor Dukakis' agenda as well, but just gives us new hope that maybe your timing is unusually good on this particular bill.

In addition, I have had prepared for me at my personal expert's efforts a paper written at Tufts University by the Linda Faline Center on the new ethos in our country in community service. I would like to submit that for the record. It is very germane to the subject at hand today.

With that, I want to thank you again for the opportunity to testify.

[The document referred to by Admiral Watkins follows:]

Volume IV, Number 3
Spring 1988

Equity and Choice

Published by the Institute
for Responsive Education

Redefining Multicultural Education

Also in this issue:

A Report on Peer Tutoring

Democracy and Effectiveness
in School Improvement Councils

The New Ethos for
Youth Community Service

"Hard to Reach" Parents

report

Youth Community Service:

A New Era for America's Ethos of Community Service

by Stuart Langton
and Frederick T. Miller

This article addresses a fundamental tenet of American democracy: the social value of helping and caring in our society. This principle of commitment to others is the counterpoint of America's emphasis upon individualism, and both constitute the basic underpinnings of our society. More specifically, this article discusses the potential of community service to enhance self-esteem, social responsibility and educational attainment among youth.

The link between educational achievement and motivation is generally acknowledged, as is the relationship between self-esteem and motivation. However, the literature addressing the specific relationships between community service and educational achievement, social responsibility, and self-esteem is more limited. The idea that these traits can be encouraged among youth through community service seems so simple and logical that it is commonly presumed. While research findings suggest that community service activities may at the very least have a modest impact in encouraging these traits among youth, additional research is needed in this area. More importantly, research suggesting the types and essential elements of community service programs which will produce the highest and most lasting levels of self-esteem, social responsibility, and eduational achievement needs to be conducted.

This article briefly explores America's community service ethos; examines current issues in youth community service; describes the nature and extent of youth community service; and demonstrates the need for community service.

America's Community Service Ethos

One of the most fundamental values of American society is that individual citizens should care about and help others, and serve their community. We refer to this value as America's "community service ethos." This value, along with respect for law and the rights of others, is a vital and necessary ingredient of our civic life. It is deeply rooted in America's community and religious life, preceding the adoption of the U.S. Constitution.

"Habits of the heart" was the phrase

Alexis de Tocqueville coined over 150 years ago in *Democracy in America* to refer to the penchant of Americans to join together to help one another. In a recent book entitled, *Habits of the Heart*, Robert Bellah and his associates argue for the importance of sustaining and strengthening the practice of mutual help and community service in our time. To them, as to de Tocqueville, caring and helping is an important corollary and antidote to the strong emphasis in our society for individual freedom and achievement (Bellah, Madsen, Sullivan, Swidler, and Tipton 1986). As John Gardner has put it succinctly, "freedom and responsibility, liberty and duty, that's the deal" (cited by O'Connell, 1985).

Decline in Commitment to Community Service

There is a growing concern today that young people may care less about community serice and commitment to others than in previous generations. For example, a survey by Yankelovich, Skelly, and White for the Rockefeller Brothers' Fund found that young people between 18-24 do not place community service high among their values (O'Connell, 1985).

A decade and a half of research by the American Council on Education and the University of California Los Angeles notes that American college students have shown an increase in interest in values of being very well-off financially, being an authority, having administrative responsibility for others, and obtaining recognition. Values which show the largest decline are: developing a philosophy of life, participating in community affairs, cleaning up the environment, and promoting racial understanding.

A study of college students conducted for the *Washington Post* found that "by their own description, these undergraduates are self-centered, materialistic, and practical. ...Life has been good to them, and they expect more of the same. To many, happiness means a $30,000-a-year job without boredom, a sizeable house, a good family life—and maybe a cottage in Cape Cod, a boat and a Rolex watch. ...Everybody is thinking about making it...everyone is focused on themselves and what success can bring." (cited by Noah, 1986). A 1979 survey of Minnesota high school students asked, "What do teenagers believe they owe their community and country?" The majority response was, "nothing" (Noah, 1986).

Brian O'Connell, President of Independent Sector, observes that attitude and value changes may be part of a larger pattern of our entire society. While acknowledging that 47 percent of the adults and 41 percent of the young people in our society are volunteers, he suggests that there are "signs that citizen service and influence could diminish in the future" (O'Connell, 1985).

Two Approaches to Civic Learning

There have been two major traditions of encouraging the community service ethic among American youth. The first is the instructional method of explaining and advocating the values of caring and service. While it has not been proven that such efforts are unsuccessful, during the last several decades their value and impact have increasingly been called into question.

An alternative approach to instill a sense of social responsibility and commitment among youth is experiential. This tradition is built upon the premise that young people will learn the value of community service as a result of undertaking community service activities. This approach has been utilized by major youth service organizations such as the Boy Scouts, Girl Scouts, Boys Clubs, Girl Clubs, YMCA, YWCA, Camp Fire, 4-H, etc. In addition, groups such as the American Red Cross, civic organizations and service clubs, and many churches have long sponsored community service programs involving young people.

In recent years a strong movement has emerged in public and private schools, at both the high school and college levels, to encourage active experiences in commun-

ity service as either elective or required courses. Many leading educators consider this to be an essential element of contemporary education. Frank Newman states that "for a democracy to function, the role of volunteerism is absolutely crucial;" and that the most urgent and critical issue for higher education is to restore "its original purpose of preparing graduates for a life of involved and committed citizenship" (Newman, 1985).

These community and educational programs are rooted in the presumption that young people develop a community service ethos as a result of their active participation in community service. Acknowledging the long recognized link between self-esteem and motivation, many suggest that youth community service builds self-esteem, and thereby contributes to educational achievement.

The Development of Youth Community Service Proposals and Programs

Throughout the 20th century there has been a strong and continuing interest in the benefits for young people undertaking community service. William James in his celebrated essay, "The Moral Equivalent of War," proposed the conscription of the entire youthful population of the United States into community service. This was prescribed as a means, outside the context of war which James recognized as a condition which galvanizes a society to its highest levels of cooperative values, of raising a generation with a new sense of "civic discipline." Through involvement in public works, young people would experience "self-forgetfulness" rather than "self-seeking." All would be involved in "an atmosphere of service and cooperation and of infinitely more honorable emulations" (James, 1984).

In this century there are numerous, national examples of youth participation in community service. The Civilian Conservation Corps and the National Youth Administration of the 1930s New Deal enrolled, during its nine-year operation, approximately three million young men (18-25 years). The 1961 creation of the Peace Corps and VISTA (Volunteers in Service to America) have enabled thousands of young and older adults to experience a concentrated period of their lives committed to others.

Thirteen states such as California and Pennsylvania, and cities such as New York, have developed conservation and volunteer corps. Admittedly, they have been established as much to provide job training as a community service, but they have community service as both a goal and a daily practice.

Presidents Wilson, Roosevelt, Truman, Eisenhower, Kennedy, Johnson, and Carter supported some form of youth service. Bills calling for service programs or for panels to explore such programs have been introduced in all recent sessions of Congress. Polls of the country's population have continuously demonstrated support for mandatory public service. A 1984 Gallup survey found that 65% of the American people favored a program in which all young men and women would serve for one year, either in the armed forces or in civilian social work, in return for unspecified educational benefits (cited by Danzig and Szanton, 1986).

In April, 1987, Rep. Gerry Sikorski (D-MN), Chairman of the House Subcommittee on Human Resources, held the first in a series of hearings to discuss possibilities for national youth service. The committee is holding further hearings in several states. In addition to two bills introduced by Rep. Sikorski, related legislation has been introduced in the 100th session of Congress by Senator Claiborne Pell (D-RI) Senator Dale Bumpers (D-AR), Rep. Morris Udall (D-AZ), Rep. David McCurdy (D-OK), and Rep. Leon Panetta (D-CA).

Legislative concepts include demonstration grants to states to run youth service programs and to administer a "G.I. Bill" form of education benefits for those who complete a specified number of years of civilian or military service, partially for-

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giving student loans in exchange for public service; improving the promotion of an existing program that defers loans for graduates working in public service; establishing a national conservation corps; and providing matching grants to state and local programs which offer educational and employment incentives for community service, especially among the disadvantaged.

Through the efforts of the National Service Secretariat, a Coalition for National Service was established in 1986. It has attracted a growing list of sponsors including a number of the nation's leaders in education, public policy, and organized religion (Eberly, 1987).

The value of a national youth service program, argue its advocates, is that it would help meet some of the manpower needs of the nation to attack critical social and environmental problems, as well as help young people to develop and enrich their lives (Danzig and Szanton, 1986).

From our perspective, evidence of the decline in commitment to community services suggests that the immediate issue is strengthening our national commitment to a community service ethic. There is evidence of a growing interest and enthusiasm among our nation's leaders for youth community service, suggesting a potential new era for our community service ethos. As the debate continues on whether or not to create a program of "national service" for all youth, it is possible that attention will be diverted from the more fundamental issue: youth community service. A "National Youth Service" program is simply one of many approaches.

There are many other ways in which our society encourages and recognizes youth community service. National youth organizations have well known programs of caring for and helping others, and provide recognition awards for youth involved in community service. Almost every high school commencement includes scholarships awarded on the basis of community service. Organized religions sponsor numerous activities in which young people are directly involved in community service in this country and abroad. The press frequently features known and unknown people who have distinguished themselves through community service. Community service is a key element of the Congressional Youth Award. Both Harvard and Yale have made headlines for their programs which reduce or forgive student loans for those graduates who pursue jobs of public service.

The Nature and Extent of Youth Community Service Today

Community youth organizations. A realistic count of the number of young people involved in community service is not available, but it is possible to demonstrate the considerable extent to which young people participate. For example, nationally affiliated community youth organizations are founded on the values of good citizenship and character development. Collectively organizations such as Boys Clubs, Girls Clubs, Boy Scouts, Girl Scouts, Campfire, 4-H, Red Cross, YMCA, YWCA, etc., enroll over 30 million young people of all races, ethnic and demographic groups, and from every geographic area. (U.S. Department of Labor, 1980) Each of these organizations has in their purpose the development of character and citizenship. Their programs abound with opportunities for groups and individual teenagers to be of service to others in their communities.

Voluntary programs of full-time public service. In voluntary programs of full-time public service sponsored by thirteen states, thousands of young adults (18-24 year olds) are working in community service. For example, the California Conservation Corps currently enlists 2,200 young men and women. The Michigan Youth Corps set up in 1983 found that 68,000 young people volunteered for 25,000 jobs (Danzig and Szanton, 1986). In 1985 the Peace Corps had 2,246 persons from 18-24 years of age enrolled, but of VISTA's 1985 enrollment of 2,625 only 354 were ages 18-24. In 1985 the fastest growing government

sponsored youth service programs were the New York City Volunteer Corps, which rose from 46 to 720 participants, and the Pennsylvania Conservation Corps, which went from 88 to 689 (Eberly, 1986).

An often stated goal of either voluntary or mandatory national service is to bridge people together from varied "ethnic and economic backgrounds to work in a common effort to serve the nation's military and domestic needs. But voluntary programs like the California Conservation Corps and New York City Volunteer Corps... generally enroll a disproportionate number of poor and minority youths" (Lamar, 1986). This too is a concern of the all-volunteer armed forces. "For example, in fiscal 1980, 32% of enlisted Army personnel were black, compared with only 13.7% of the total population. Moreover, black military personnel are drawn from a wide socioeconomic background, while most white military enlisted personnel are from low-income backgrounds and non-metropolitan areas" (Anderson, 1984).

In full-time programs, the most common activity of youth service participants is conservation projects (32 percent), followed by recreation (15 percent), education (12 percent), liberal arts (8 percent), public works (7 percent), health (3 percent), environmental protection (3 percent), emergency aid (3 percent), and other (16 percent) (Eberly, 1986).

Community service in public and private education. While studies by the Carnegie Foundation for the Advancement of Teaching, and the National Association of Independent Schools find extensive, formal programs of community service in schools, surveys conducted by Newmann have found a slight decline in the number of schools offering community service programs. As would be expected, public school enrollment in curriculum-related programs also has declined from the 1979 estimate of 336,000. According to the 1984 survey, such programs enroll from 252,000 to 321,000 students.

Studies conducted by the National Association of Secondary School Principals found that "about 41 percent of the 1983 high school students reported they volunteered some time to community service." While this is a slightly lower percentage than recorded in a 1979 study "the 1974 pattern of more females contributing volunteer services than males has held true into the 1980s. Almost 47 percent of the females said they served as volunteers, compared with 36 percent of the males" (National Association of Secondary School Principals, 1983).

Among the hundreds of public schools with community service courses the vast majority are elective (Harrison, 1986). A number of schools and districts, however, such as the Atlanta (GA) Public Schools require, beginning with the 1988 graduating class, that each student provide 75 hours of volunteer service to their community (Whitaker, 1986). While clearly an experiment, the Atlanta program is serving as a model for other school districts and similar concepts are being explored across the country in small towns, and cities as large and complex as New York.

The nature of school-age, volunteer community service varies considerably. It includes community service opportunities such as fund-raising, hospital volunteering, environmental projects, church sponsored activities, election campaigns, and working with the elderly, and the disabled (National Association of Secondary School Principals, 1983).

At the college level, a consortium of over one-hundred institutions of higher education have formed The College Compact which encourages active student participation in community service.

The Need for Community Service

The need for public service far outstrips the number of persons involved. Analysis by Danzig and Szanton suggests that the number of national service positions (young and old) "that might be utilized in tasks of social value in the late 1980's or early 1990's is just under 3.5 million." They reviewed the needs in education, health,

child care, the environment, justice, libraries, museums, and other areas, and suggest that with further analysis the total number of positions would increase.

The tasks in each of these areas are varied. Some would require specialized training and experience, but studies have demonstrated that half to two-thirds would require "skills no greater than most youthful national service participants could offer" (Eberly, The Urban Institute and the American Institutes for Research, cited by Danzig and Szanton, 1986).

There is an abundance of vital, meaningful community service opportunities, full-time and part-time, paid and volunteer, for which young people are desperately needed. Equally important, these community service roles provide opportunities for youth to participate in our society in a meaningful way, to learn values and mores fundamental to our democracy, to earn the self-respect, self-confidence, and self-esteem that can motivate them for educational achievement and a life of community service, and success as a young person and as an adult.

Links Between Self-Esteem, Social Responsibility, Educational Attainment, and Youth Community Service

While the research documentation is limited but growing, those who advocate youth community service do so with the conviction that participation in such activity builds both self-esteem and self-confidence, and instills commitment to our democratic traditions and ethos of community service. An increasing body of research gives support to that contention.

Fifty years ago, anthropologist Ruth Benedict noted that American society provides few meaningful role opportunities for youth, thereby preventing them from assuming adult responsibilities; then society blames youth for their pugnaciousness and irresponsibility (Benedict, 1938).

Contemporary social researcher Diane Hedin suggests that society continues to tell "teenagers they have no real place in the scheme of things, that their only responsibility is to go to school and learn and grow up. When they have learned and grown up, which is supposed to occur miraculously at age 18, they can perhaps make some modest contribution as a citizen. The young people, therefore, view themselves as strictly consumers, not as contributors." Hedin and her colleagues further assert that young people who are allowed to focus only inwardly are not being trained as good citizens of our representative democracy. "Maybe this (community service) is what citizenship is all about...acting in a decent way toward people who live where we live" (cited by Harrison, 1987).

Harry Vorrath and Larry Brendtro are convinced that "young people can develop self-worth, significance, dignity, and responsibility *only* as they become committed to the positive values of helping and caring for others." In extensive work with delinquent adolescents they have incorporated community service (which they call "service learning") in a conceptual framework called Positive Peer Culture. Evaluations of PPC projects demonstrate both increased self-esteem, and improved academic performance (Vorrath and Brendtro, 1985).

A fundamental principle of programs such as Positive Peer Culture is that people (youth and adults) must believe they are making a productive contribution if they are to feel good about themselves and others. It is what Princeton, New Jersey consultant, psychologist and attorney Barbara Lerner, and University of Colorado researcher Grant Johnson term "earned self-esteem," as differentiated from "feel good now," or "gratuitous" self-esteem. Earned self-esteem is a direct outcome of being successful. Both Lerner and Johnson suggest that significant gains in self-esteem occur only when they are the result of accomplishments such as holding a job, achieving in school, or making a tangible contribution through community service (Lerner, 1985; Johnson, 1987).

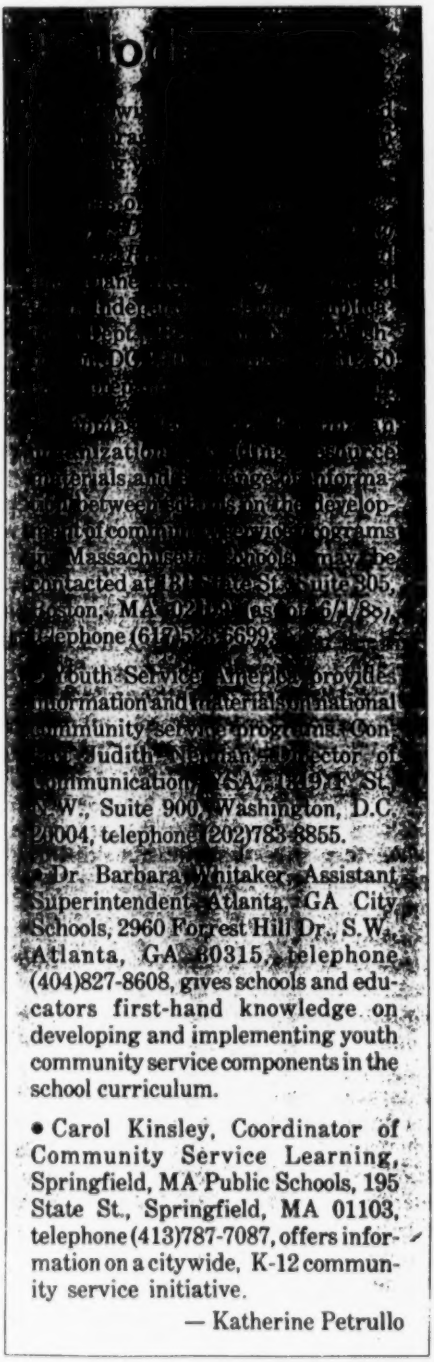
In Johnson's research with delinquent youth, he has stopped measuring self-esteem as one of 30 variables, for his findings demonstrate that both delinquent and non-delinquent youth may be characterized by high self-esteem. Those with high self-esteem are more likely to be "successful," either within or outside the law (Johnson, 1987).

While it is reasonable to conclude that enhanced self-esteem may be the result of youth community service, it also can be argued that youth community service is the effect, not the cause; and that school, family, church, and athletic programs which contribute to self-confidence and self-esteem allow young people to "de-center" and do for others (Elkind, 1987).

David Elkind, a recognized authority on youth development, suggests that both of these equations are possible and that self-esteem as a product of youth community service requires programs characterized by components such as meaningful work, mentoring, and an appropriate reward/recognition system. He further notes that it is only children who acquire self-worth early in life who are able to be giving to others.

Fred Newmann and Robert Rutter conducted a study of secondary school student participation in voluntary community service. Their findings indicate that while community service modestly increases students' sense of social responsibility and sense of personal competence, it fails to bring special benefits in sense of school responsibility, political efficacy, future affiliation, and future political participation (Newmann and Rutter, 1983).

Assessing the results of youth community service programs and identifying the nature of the variables which contribute to the success of such programs is difficult. Far too frequently the available information relies heavily on self-report; much is characterized by response bias (the tendency for a disproportionate number of those with favorable views to respond to questionnaires), form design bias (the questions are inherently likely to elicit



• Dr. Barbara Whitaker, Assistant Superintendent, Atlanta, GA City Schools, 2960 Forrest Hill Dr., S.W., Atlanta, GA 30315, telephone (404)827-8608, gives schools and educators first-hand knowledge on developing and implementing youth community service components in the school curriculum.

• Carol Kinsley, Coordinator of Community Service Learning, Springfield, MA Public Schools, 195 State St., Springfield, MA 01103, telephone (413)787-7087, offers information on a citywide, K-12 community service initiative.

— Katherine Petrullo

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only positive answers), and lack of control groups to give evidence of what might have happened to those not enrolled in such programs (Danzig and Szanton, 1986).

Another problem in assessing the impact of community on self-esteem and educational achievement is that community service is often one of a number of variables operating simultaneously in a person's life. Some of the best research, however, comes from studies of delinquent adolescents in residential programs in which a number of variables are controlled. Other studies have compared teens in the general population with those in residential treatment. The research makes a strong case for the entwined relationship of academic achievement, enhanced self-esteem, motivation and educational achievement, and community service. Results are achieved when youth are involved in programs where contributions to others are the expectation, rigorous academic work is the norm, and all are involved in caring for others through community service (Lybanger, McKinney, Pinckney, Richardson, Robinson, Shears, Wasmund, cited by Vorrath and Brendtro, 1986).

Others have suggested additional, essential program elements. For example, Hedin proposes that young people achieve positive outcomes in service programs when they have the requisite skills, the responsibility to make decisions, and an opportunity for systematic reflection (Hedin, 1982).

Many studies and reports on education (e.g., John Goodlad's *A Place Called School*, Ernest Boyer's *High School*, The Education Commission of the States' *Reconnecting Youth*, and The Carnegie Report on Education and the Economy) call for community service as a vital aspect of the high school curriculum (cited by Conrad and Hedin, 1987). Boyer further recommends in *College: The Undergraduate Experience in America*, that "every student should complete a service project as part of his/her college experience." (Boyer, cited by Green, 1987). These reports recognize that community service helps to prepare youth to participate in our democrary, builds self-esteem, and strengthens motivation for learning. Thus, many school districts across the country have initiated community service courses as either elective or required elements of the curriculum.

A study by The Carnegie Foundation for the Advancement of Teaching surveyed 5000 randomly selected high schools. It found that more than two-thirds of the 1000 responding schools have either voluntary or mandatory community service programs as part of their curriculum (Harrison, 1987). The National Association of Independent Schools conducted a study of formal community service programs in independent schools. Responses indicated (56.4 percent response rate) that 277 NAIS member schools have community service programs, and 112 (41.4 percent) schools require community service (Levison, 1986).

Maryland State Superintendent of Education David W. Hornbeck has said: "I strongly believe that each student should participate in a structured experience of community service as a prerequisite to graduation ...it has been demonstrated that students engaged in community service acquire a responsible attitude toward others, gain 'feelings of self-esteem and personal adequacy,' and usually have a better record of attendance and behavior than they otherwise would." (Hornbeck, cited by Harrison, 1987).

In a successful attempt to counter the declining readiness of the U.S. Navy, military leaders established a program combining remedial education, fitness, health and motivation. Additionally, they expanded partnerships with the private sector to include extensive components of community service. After more than a decade of work, their results are impressive, including a 70 percent overall success rate among the large numbers of at-risk youth who had enlisted, and a reduction in drug abuse (marijuana) from 50 to 3 percent (Watkins, 1986 & 1987).

The significance of the research and work in this area is clear. The acknow-

ledged relationship between educational achievement, self-esteem, and motivation suggests that the education reform movement would benefit from an expansion in the number and quality of curriculum based youth community service programs. Concurrently, the contribution of full-time federal and state community service programs such as the Peace Corps and the California Conservation Corps, and the community service activities of youth organizations foster the community service ethos, also encouraging the educational achievement and potential adult success of participating youth.

While it is clear that the growing body of research and literature links self-esteem, social responsibility, educational attainment, and youth community service, and a number of authors have proposed essential elements of youth community service to achieve these ends, research has not yet demonstrated whether higher self-esteem predisposes young people to engage in community service; whether community service in itself builds self-esteem, or if the two might be interrelated. Equally important, the research does not yet clarify what the essential components of community service must be if self-esteem, social responsibility, and educational attainment are to be routinely achieved, and at significant levels.

These research findings lead us to encourage a continuing and increasing emphasis on youth community service designed to build self-esteem, enhance social responsibility, and contribute to educational attainment. But they also suggest that much more needs to be learned regarding the causal relationship between self-esteem and youth community service, and the nature of the essential program elements which produce the highest and most enduring levels of self-esteem, social responsibility, and educational attainment.

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This article is based on a paper commissioned by the National Program for Personal Excellence, funded by the Carnegie Corporation and the Exxon Educational Fund.

***Stuart Langton**, executive director of the Lincoln Filene Center for Citizenship and Public Affairs at Tufts University, is a national authority on issues of citizen participation and community volunteering. **Frederick T. Miller** is director of the Nonprofit Institute at the Lincoln Filene Center, and is currently working on policy issues concerning youth and community organization.*

Senator STAFFORD. Thank you very much Admiral. I should have stated at the outset and also stated for all of the witnesses who are in the room and the two up here that any prepared statements will be made a part of the record as if read. And in view of—first, I would say also, Admiral, that the documents that you asked be in the record without objection and I don't see anybody here to object. They will be made a part of the record also.

Finally, in view of the time constraints we will face with the number of witnesses, we may ask some questions, but if it's agreeable to all of the witnesses in the room, the Chair is going to reserve to the committee members and himself the opportunity to submit some questions in writing or response in that way. I hope the witnesses present will agree to that.

Doctor Newman, as you know, I'm sure, some members of Congress have proposed eliminating traditional grant and loan support programs and mandating national service as a requirement to receive federal aid to post-secondary education. Would you have any reaction to that proposed legislation?

Dr. NEWMAN. Both the question of mandating service as part of financial aid and the question of just mandating service in terms of national service has gotten a lot of attention, and in the campus compact to which I referred earlier, the presidents that make up that compact debated that subject extensively.

There has been a good study by the Ford Foundation and in general, I have come down and I think my colleagues have come down against mandating. The difficulty of mandating is if you take all community services in the 12 and a half million college students, it is just too diverse a world. One can't find a way to be fair to everyone. There is someone out there, for example, someone who is married and has a couple of children, a single parent struggling to get through college, and you come along and say, "Well, we'll help you but you have to do something in addition," that may be totally irrational.

It does seem to me, however, that there is great advantage—we have a wonderful thing in the United States and we often say to people—I learned this when I was in Admiral Watkins' organization at a somewhat lesser level but equally valuable, I thought.

Senator STAFFORD. I had the same experience.

Dr. NEWMAN. I never thought that any of the admirals understand that. But one of the things that we have done very well in this world is to create mandates without mandates, if I can put it that way, and I think in many ways we have done that.

We create a situation in which it's in the student's best interest to do that and this bill moves in that direction. It's in your best interest. You don't have to do this and that is what I learned from the Navy. Very often they would say to you, You don't have to do this. On the other hand and this bill goes a long way towards that. I think it is generally a much more effective system because it is flexible, and one thing about community service, part of its value is that you are valuable, and I think you can create both an effective mandate without a mandate and get the best of both worlds.

Senator STAFFORD. Thank you very much.

Let me ask this question of both of you and I will start, Admiral, with you, and that is should we make certain types of community service priorities in this legislation? And if we should, what areas should be targeted?

Admiral WATKINS. I think we should not, in general, at this stage of the game. I believe the concept has such merit on its own that we could run afoul of local initiative which is already out there and working very hard in a variety of areas, and I think at the outset we should leave somewhat open ended what is good for one community as opposed to another, and we certainly saw this in the AIDS Commission experience.

There was great concern about the federal level telling them what the moral venue of the country was in any regard, and we believe that there that the actions taken to build let me say curricula at the local level were so varied across the land, depending on the ethic mix and the cultures of the society, the complexity of the inner city, all that sort of thing, we felt the community—I felt the community service linkage needs to be somewhat wide open at the outset, and perhaps in time, by measuring effectiveness, we may see that there needs that to be some additional direction or incentive along those lines, but I hope at the outset we would allow that tremendous welling initiative that is out there now, the goodness that I mentioned earlier, to come to the fore. They are ready to apply it.

For example, in Atlanta, we know this year for the first time the class of 1988 in all of the high schools had to complete 75 hours of community service as a necessary ingredient to get their diplomas. We don't want to upset those kind of things and it's very important that we take that approach, if you will, at the very outset. Certainly they can be exemplified in the wording that would be part of the bill to be the kinds of things that we need to share with each other in viewpoint, but I would not try to focus too heavily on each one, except for perhaps to recognize that the classically accepted programs of service are still very much in the game and we would support that, but there are many others as well.

Senator STAFFORD. Thank you very much, Doctor.

Dr. NEWMAN. Senator, I would agree with that with one exception. I think the bill rightly makes a sort of an exception for military service in the sense that it gives it some premiums, and I believe that much as I think we need, very much, options of both military and civilian service, the point of fact is that military service carries with it certain added demands and to encourage that by some special attention is there.

The other thing I would say is by building in a state mechanism, you put the decisions about which programs very close to where the problems are, and I believe the problems will cancel.

For example, both of us were mentioning, and the Admiral has done an extraordinary job, I think, of focusing on youth at risk. That is a crisis problem. We just started a major program of getting colleges across this country to get students into mentoring of adverse youth.

Those problems will be driven by the closeness of the states to that problem. I think, in other words, it not only leaves the room for flexibility, but the system itself will correct it.

Senator STAFFORD. The Chair is going to thank you both very much for coming here and joining us and helping us further shape this legislation for next year. We are very grateful to you. Thank you, gentlemen.

Dr. NEWMAN. We are grateful to you, sir.

Senator STAFFORD. The next panel we invited are Dr. Richard P. Mills who is Vermont's Commissioner of Education and the Honorable Edgar May, State Senator for the State of Vermont, Chairman of the State Appropriations Committee and Alice Angney who is President of Vermont Superintendent's Association.

Again, the Chair will welcome you and the Chair will reiterate once that any prepared statements you have already made will be part of the record as if read, and we would appreciate it if you could limit yourself to somewhere in the neighborhood of five minutes and allow us a chance to question you and allow us also to give added time to the remaining panel.

We are going to go, I guess, in the order—well, I think the Chair will say ladies first here, if that is agreeable. Alice, would you care to go first?

STATEMENTS OF ALICE ANGNEY, PRESIDENT, VERMONT SUPERINTENDENT'S ASSOCIATION, MONTPELIER, VT; DR. RICHARD MILLS, COMMISSIONER OF EDUCATION, VERMONT DEPARTMENT OF EDUCATION, MONTPELIER, VT; AND HON. EDGAR MAY, STATE SENATE, STATE OF VERMONT, MONTPELIER, VT

Ms. ANGNEY. Thank you, Senator. I also am happy to have this opportunity again to express the appreciation of the Vermont educational community for the——

[The hearing was interrupted by the court reporter with a request that the witness be given a microphone.]

Senator STAFFORD. The Chair would like to have that repeated too. [Laughter.]

Ms. ANGNEY. I'd be more than happy to do so.

I also am happy to have this opportunity again to express the appreciation of the Vermont educational community for your many valuable contributions to education.

I am Superintendent of Schools for the Lamoille South Supervisory Union and am currently the president of the Vermont Superintendent's Association.

As an educator, I'm concerned about educational opportunities for all ages and segments of our society. The Voluntary National Service and Education Demonstration Program Act appears to address two needs in our society. The first is the need for expanded community service programs and the second is the need for additional options for the youth of Vermont, and in fact, all America, to finance post-secondary education.

At the high school level in Vermont, there has been an increasing emphasis on community service. This past year the State Department of Education offered awards for exemplary high school community service projects. Students in one of the high schools in the district where I work received a SerVermont grant for their fundraising activities for the local hospital and their cross-age

luncheons for senior citizens and high school students. These are examples of community service projects which need expansion.

Organized post-secondary community service programs could extend and expand the provision of such services. The concept of community service as a means of preserving and fostering the quality of life for all our citizens is inextricably woven into the fabric of American life. Using the inducement of assistance for today's astronomically higher education costs as a means of supporting and encouraging community service seems a desirable public policy decision which serves both communities and individuals.

Having expressed support for the concepts embodied in S. 762, I would like to comment on its funding. As a citizen and an educator, I implore you not to fund this legislation by reducing support for current education or human services programs. Federal Support for education must not be further eroded.

The Chapter I program for the educationally disadvantaged needs continued support, as do Chapter II and Title II. The Education of the Handicapped Act (94–142) was originally authorized to provide 40 percent of the national average per pupil cost towards educating handicapped students. The highest appropriation level has been 16 percent, and it is now at 7 percent. This level of funding while helpful, obviously is a long way from meeting the needs. The mandate for public school to serve handicapped students is expanding to include 0 to 2 year olds by 1990. It is a critical developmental time and an appropriate mandate, but monetary support for this must be increased.

We must be cautious about starting new programs, even ones as beneficial as S. 762 appears to be, at the expense of providing current programs with adequate fiscal support.

In conclusion, I support the Voluntary National Service and Education Demonstration Program bill and urge that it be funded, but not be funded out of dollars supporting current education and human services programs.

Senator STAFFORD. Thank you very much. I think the Chair will give you the Calvin Coolidge award for brevity this morning.

Dr. Mills, we'll hear from you next.

Dr. MILLS. Thank you very much, Senator. I'd just like to say that I think it's altogether fitting that you should be holding these hearings. I think your whole career has been involved in the kind of service we are talking about here. We said that before, but I just want to repeat it.

Senator STAFFORD. Thank you.

Dr. MILLS. I think the idea of national service has been tugging at our sleeve for more than a decade now and it's clearly time to give it a try. That is why I like this proposal. Of course, the idea has been there all along in some shape.

John Gardener has written that:

> The family and community have much to give the individual: Nurture in infancy, the release of potentialities through education, the protection of individual rights, a sense of identity and belonging. In return, the individual must pay tithes of allegiance, must give something back, to family, community, nation, humankind.

Unfortunately, we have sent a confusing message about public service. I honestly believe that there are many people who think that community service is an alternative to incarceration. We have

got to change that. That is a fundamental problem. And because people are sometimes confused and because of so much political interest in this national campaign scene, I note that both presidential candidates are talking about some version of national services. It is very important we get it right and I know that is your intention of holding those hearings. Let's make sure that we stress the idea of service and not the idea of quid pro quo.

To return to John Gardener for a moment, the society has already made its contribution. Now people need an honorable way to pay back. And the idea of education for those who serve is a very sound idea and I support it, but we don't want to get ourselves tangled in a system that stresses benefits rather than service.

Service is the heart of the ideal. Very fortunately, there are many people, including Admiral Watkins and Frank Newman and the others who have lead in the creation of the campus compact who have correctly defined community service as one of the marks of a fully educated free citizen, and this legislation rests on the foundation that they and many other people have laid down.

Let's make sure the service commitment is rigorous and real. It's far more important to the lesson that we could teach with this program that we get that part right than if we get the educational benefits right. In fact, if the case for community service were made in a compelling way, we wouldn't need the benefits. You can go through every community in Vermont and see monuments to the Vermonters who have approval that they are willing to serve and get involved.

Let's also recognize the longer term result of this experiment, and Frank Newman spoke of this very well. If it works, we are going to scrap the notion of entitlement, that idea that somewhere there really does lurk a free lunch, and in its place we are going to reassert a much older American view, that it simply takes hard work.

Let's also recognize that this plan would exert a very positive and a transforming force on the nation's higher education system in a way similar to the G.I. Bill of Rights, and the Admiral spoke of that. I think that people who came to the campus having already performed a service in value would make very different kinds of demands in college that would be good for them and good for the college.

I would say that we ought not to be too quick to limit the population for this idea to those between the ages of 16 and 25. Chancellor Bunting has some very interesting ideas about the value of this kind of service to those of a high school level. I'm not going to repeat what he is going to say to you except to say that I support his ideas on this. So since he is going to be speaking from my side of the educational scene, let me speak for his, and let me speak for the adults.

I think that there are many older Americans who would benefit from the opportunity for this kind of service. It would be good for them and it will be good for our society. We all know that the pool of young Americans will fall far short of the demands that higher education and military and business will place upon them in the years ahead and it may be if we focus only on the young, it simply

will be raising the stakes in the human resources game that we cannot win.

Of course this bill says nothing about elementary or secondary education, so why is the Commissioner of Education here to talk in favor of it? It's because I want to make a case for the type of service that could be rendered. In many Vermont towns, in fact in most, the school is the heart of the community.

The person who would serve and make a difference could do a lot worse than start there. We have many adults who cannot read, people who offer our adult literacy and adult education programs need to have trained, motivated help. I don't know of a single school volunteer program that is turning away reliable assistance.

I do know that there is a vast demand for individual tutors and aides in virtually every area of education. So, as I said, on other occasions, Vermont tends to be an education state. We know we are going to have to make a prodigious effort to achieve and sustain that, and we know we have to tap the energy of all our citizens.

This proposal presents education as the benefit to be earned through service, and I think that's a terrific idea. I'm simply saying that education is also a service that needs to be rendered.

Again thank you very much for this opportunity.

Senator STAFFORD. Thank you very much, Dr. Mills. We thought that Senator May ought to be last so he'd have an opportunity to assess the economic implications of what his colleagues have said on the panel, so Senator May, we'll hear from you.

Senator MAY. Mr. Chairman, Senator Stafford, thank you very much. Let me echo what has been said by others here. I speak for no one except as a Vermonter, and I thank you for the contribution you have made, not only to our state but the community, from the tributes earlier here today, from this country, and it's been recognized as a great service and it's greatly appreciated.

Senator STAFFORD. Thank you very much.

Senator MAY. I'm not going to talk from the gloomy-eyed perspective of the chintzy appropriations chairman, but I'm going to talk as chairman of the Vermont Service Corps which is a mini-Peace Corps that several people in this room have had a significant part in. I'm pleased that our host, Sister Janice Ryan is a member of that board, and one of the other witnesses, the President of the University of Vermont, Lattie Coor is a member of the Vermont Service Corps Board, and I think we have indicated that volunteerism as the focus of this bill would find fertile ground in this small state of ours.

It is no accident, in my view, that in the beginning of my association as a staff member of the Peace Corps and subsequently of the domestic Peace Corps that Vermont has the highest enlistment rate per capita of any state in the United States.

I believe that there is a yearning in this state and in this country for America to make a contribution, to deny the early projections of cynical historians who suggest that we are such a materialistic society, that tail fins, two cars in garages, ranch houses on the hill, motor boats on the lake, the advertising assaults on television that suggest more and more acquisitiveness, the Wall Street takeovers, stock boosters, the bottom line, quarterly report of merchants, that

somehow they are the hallmark of our age. I don't believe that for a moment.

And I believe that there is an untapped resource of service with our individual communities, within our states and certainly within our country. I come from an area that I'm privileged to represent and during the last three months a group of people who banded together in one part of my district to build an addition to a school and it was all self-generated. They built it, they did it. In another part only fifteen miles away, they built an entire playground, a group of parents banding together.

And in another part, regularly, year in and year out, 120 parents and community residents get together to have a sequence of four church suppers back-to-back, beginning at 5:00 and ending at 8:30 that raises dollars so they can buy extra equipment and programs for their schools; 120 people participate in this kind of effort, staffing it, baking cakes in a community that has about 180 voters. I know that you will forgive me, Senator, my census reports this time of the year focus on voters rather than population.

That kind of community service exists. It's waiting to be tapped by a piece of legislation.

I'd like to comment just briefly before I tell you a little bit about the Vermont Service Corps about some changes that I would hope the sponsors and drafters of this legislation would consider.

I believe that it would be of tremendous advantage to provide a significant economic incentive that reverses the existing draft, namely that service occur after the education has been achieved rather than before.

My experiences with VISTA in the early years of the program, with the Peace Corps and certainly with the Vermont Service Corps is that we now need experienced volunteers, we need volunteers that bring to the task a series of skills, so I would urge that we begin this kind of program with providing a contract to a student that we will pay for your education, but in return we want public service for two years or three years or four years, and if you do not fulfill that contract, then this becomes a debt with interest to the paid to the United States or to the states.

I think we are in desperate need, in this state, for example, for nurses, as are other states. We are in desperate need of qualified, highly talented teachers. This would by an ideal instrument to getting those scarce professions staffed with highly talented, motivated young Americans.

Secondly, I would echo Rick's request that we take the age limit out of this legislation. We have found numerous highly talented middle-aged, older Americans who can make a superb contribution to community service, to national community service and to international community service, and I would like to see them have an opportunity to have the kind of educational reward that is offered in this bill, where they would go on to either a degreed program which they may not have now or go on to a Master's degree program so I would suggest that we take the age limit off.

Let me just in the few moments that I have left document to you why I feel so optimistic about a national service program becoming a hallmark part of our national culture and heritage. As the Admiral pointed out, so much more is at stake here than simply building

a new wing to a schoolhouse because we need to find ourselves and our own values, and this kind of program would give us that opportunity.

We started the Vermont Service Corps after all of us saw these dreadful pictures of starvation in Africa, and Lattie Coor and Charlie McCormick, the president of the School for International Living in Brattleboro and I got together in Montpelier in front of a bunch of television cameras and we said, "Look, there is a hell of a problem out here. You have seen it on television, and we want to send some highly skilled people to help. We didn't have the foggiest idea of what would happen.

We received more than 500 applications from highly-skilled Vermonters, engineers, teachers, sanitarians, who were prepared to go to Africa. We received another three or four hundred applications from people who said that they cannot go, but they will, in fact, serve here and help us make this thing work. We sent fifteen at a fraction of the cost that it takes to send a Peace Corps volunteer overseas, and we got rave reviews for each of their performances and each finished her or his assignment. Finished it. And from my own experiences as a Peace Corps staff member, we have had a significant dropout rate that continues.

I think this shows that there is a wellspring of people ready to serve, and I can tell you that our program is foundering. It's foundering because we don't have the small basic necessary resources in order to staff it properly. We had a full-time coordinator and we raised in Vermont without a dime of any tax money in excess of $65,000 to have a coordinator to field those volunteers. This bill should encourage that kind of program. If we had $25,000 to $50,000 today, we could field overseas 75 to 100 volunteers every year, year in and year out, and they would make a significant impact on the turmoil and the tragedies that occur in this land. We could do this in Vermont.

As the Commissioner pointed out, we have children who cannot read. As you know, you and I have traveled the same back roads. We have those hidden poverty trailers where the junk cars are the symbol of the junk educational level that keeps people mired in the sadness of lack of economic opportunity. Volunteers can assist that. They could change that around, and I think this bill goes a long way, a long step in that direction.

I appreciate the opportunity to participate and I will be glad to answer any questions that you or any other member here has.

Thank you very much.

Senator STAFFORD. Thank you very much, Senator. We will almost surely be submitting some questions in writing to all three of you, if that is agreeable, and I will ask one or two questions. Frank, I think I might ask this question of all three and start, Alice, with you.

Would you have some thoughts as to what a state education agency can do to spark student interest in community service?

Ms. ANGNEY. Well, I think the state education agency has already started to do that. Their award program last year was one step in acknowledgment of service, community service and I think their acknowledgement of community service contributes to an interest in that.

Senator STAFFORD. And Vermont serves as a model for some other states in that respect.

Ms. ANGNEY. That is not at all unusual, is it, Senator?

Senator STAFFORD. No. Dr. Mills?

Dr. MILLS. I think the answer that people generally expect a state commissioner to give has to do with mandates and I always resist that. I think the real power that a state agency and a state commissioner has involves helping to set the agenda, helping to say that this is important, and I think probably the best way to do that is to provide recognition for people who are giving it. I think Alice's remark was right on the money.

A recent example of that, Lattie Coor, for a number of years, has sponsored a teacher recognition day for outstanding teachers in Vermont, and I went to that this week or a couple weeks ago, and partly to recognize the teachers, but partly to recognize the university for their help and service.

Senator STAFFORD. Thank you. Senator May?

Senator MAY. I think, Mr. Chairman, any effort in terms of dollars or to address the parts of this issue, one is community service at the local level and other is statewide level, and then I believe it also has a national and international level. I would strongly urge that matching grants be a key part of any funding to the states and matching grants for non-profit organizations that work in the community service field. If we had, for example, a matching grant for the Vermont Service Corps, we could raise those dollars, and I believe others could as well.

Senator STAFFORD. Well, we thank you all very much indeed, and I can assure you that the members of the committee next year will be carefully reading the testimony that has been developed here this morning. They will be considering the recommendations you have made and making a final draft of this legislation. I know that Senator Pell has sat here, as well as I do, and he will get a clear message about what you have told us.

Thank you very much.

Dr. MILLS. Thank you, sir.

Senator STAFFORD. The next panel will consist of Cynthia Parsons, Coordinator of SerVermont from Chester, Vermont. Her organization is Students in Community Service. Mrs. Carol Todd, Acting Director of the Peace Corps Preparatory Program, Northfield, Vermont. Mrs. Todd is the wife of the President of Norwich. Doctor Charles Bunting who is the Chancellor of Vermont State Colleges and Dr. Lattie Coor who is the President of the University of Vermont. These are the witnesses and the Chair welcomes you all, and it is the Chair's intent to start with Mrs. Parsons and go down the table as you are seated.

Let me remind you all that we would appreciate if you can keep your remarks in the neighborhood of five minutes since we have another panel yet to go and we don't want to make our reporter labor too long. Any statements you have will be made a part of the record as you heard and as you wish.

And I think with that, we'll ask Mrs. Parsons to speak. Let me caution you that we only have one microphone, so we will have to pass it around.

STATEMENTS OF CYNTHIA PARSONS, COORDINATOR-SERVERMONT, CHESTER, VT; CAROL TODD, ACTING DIRECTOR, PEACE CORPS PREPARATORY PROGRAM, NORTHFIELD, VT; DR. CHARLES I. BUNTING, CHANCELLOR, VERMONT STATE COLLEGES, WATERBURY, VT; AND DR. LATTIE F. COOR, PRESIDENT, UNIVERSITY OF VERMONT

Ms. PARSONS. Thank you very much for your including me, Senator Stafford. I represent what I might call a demonstration project and it's at that level I'd like to talk about, and I'm awfully sorry that Senator May preceded me because I want money and I'm sorry he got a leg up on me.

Senator STAFFORD. We'll see that that statement is brought to his attention.

Ms. PARSONS. I'll explain a little bit about SerVermont. It's a privately-funded, privately-run, publicly-supported statewide effort to encourage all of the children in all the public schools in Vermont to do some community service. I'm the fund raiser and the coordinator. It has had very fine in kind help from the Department of Education. SerVermont as an intern today was given a desk at the Department of Education, franking privileges, telephone privileges, and when she could manage to get to the copy machine, there is only one in the State of Vermont it seems.

I offered, if the Governor would be willing to endorse the idea and the then Commissioner and the State Board of Education that I visit every high school in the state and talk with whoever would listen to me and that oftentimes was the principal, sometimes the whole faculty, sometimes a small group.

In the meantime I got a little funding through foundations and offered mini-grants for the defraying of any expenses of ideas people might have to do community service. Interestingly enough, teachers never have access to any raw funds. They just are never given any opportunities.

So one chemistry teacher who wanted to make a very big contribution to a town controversy needed an instrument that cost at $167 to put into the local stream which they would read twice a day, and they would do it over a period of nine to twelve months, they could make a significant contribution to the study of what the effects of that stream, on that stream, of what was getting into the stream.

For this mini-grant he could have had $200, but in true Vermont style he asked for the cost of that instrument.

What happened in that particular community is that a student is responsible for a period of time for reading that instrument, and then they get another student in there. But the data is collected, the data is analyzed, and it is then put into a report. That report fits in with the town report, with state efforts, and even with a national look at the same water quality problem.

It is a tremendous way for a student taking a chemistry course to learn what it is to be a part of the solving of a community problem. It's that kind of community service to which I give my most energy and hope. It will be as related as possible to the class work in the classroom.

I'm not against any of the efforts of students to go out and do community service in the outside parts. That is uncontested. But I think that the more integrated the services, the more impact it has, not only on the community but on the students.

There are a couple of efforts we have also made that have been worked out quite interestingly. Getting a grant from Ben and Jerry's foundation, I tied it to the Project graduation, an effort for the students who were graduating to have an alcohol-free graduation party. And so I said if any school group wanted to collect some money that SerVermont would give them up to $100, dollar-for-dollar matching for the money. Lovely results. Over thirty school groups qualified for the funds. And wonderful letters from the students as to where they had gone to get the funds to start.

I then wrote a letter last spring, congratulating those who have chosen to do this, saying this year we would like to fund, SerVermont would give mini-grants for those schools having their first or maybe their second, and this time we give them the seed money to get started. We already have three wonderful classes and there are only about 18—there are about 66 academic secondary schools in the state, and only 16 that haven't had a project, and it went during this effort of ours from 50 percent to 80 percent.

When I started this work in 1986, I estimated that about 20 percent of the schools had some kind of community service activity for their students. During the first year, it moved up to about 50 percent of the schools, and now we are in our third year and there are more than 80 percent of the schools involved in some way.

I cannot say how wonderful it would be if what we were doing had the impetus of being a demonstration from the Federal Government.

One of the things I did promise the Governor I would do is when I have enough information and had enough good ideas, I'd write a little book, what I called a recipe book about how to do student community service. I have written a book. It's now being published. It is called SerVermont and the USA. It's had wonderful distribution throughout the whole United States. My last request was yesterday from Guam for a copy of the book, and I will just say in the September issue of the Ladies Home Journal there was an article talking about the ten best ideas in education and SerVermont was one of those ten.

Thank you very much.

Senator STAFFORD. Thank you very much indeed.

Mrs. Todd, we'd be glad to hear from you now.

Mrs. TODD. Senator Stafford, thank you. I'm pleased to have the opportunity today to offer my support for Voluntary National Service and Education Demonstration Program Act.

For the past five years, I have served as a Volunteer Director of the Norwich University Center for Volunteer Administration and am currently acting director for our Peace Corps Preparatory program as well.

For 170 years, Norwich University has encouraged its students to serve this nation as citizen-soldiers. Indeed, the Norwich model of collegiate education within a military context is often cited as the formative influence on the Reserve Officers Training Corps.

More recently, the University augmented its commitment to national and community service by instituting the Norwich University Center for Volunteer Administration, through which we are working to strengthen the managerial skills of the professional volunteer administrators who are essential to the operation of community service programs everywhere.

As an institution that regards national and local community service as the highest expression of our individual obligation for the common good of all, Norwich wholeheartedly endorses the Voluntary National Service and Education Demonstration Program Act and urges it speedy legislative passage.

The need for voluntary national service has never been greater. Across the nation, community service agencies are crying out for volunteers to help carry out their essential public functions.

Unfortunately, the response is falling short of the demand. Although Americans are a generous and warm-hearted people, too many young people today do not regard community service as a high priority in their own lives.

The legislation under consideration today addresses that problem directly by providing important educational benefits for young men and women who participate in community service programs or military service for at least two years. In my view, this is an appropriate and essential response to a genuine national problem.

As someone who has worked with and trained volunteers in community service organizations in this country, Germany, France, and the Philippines as well, I know at first hand how rewarding such work can be, but I know too how demanding it is. By offering young people an opportunity to experience the rewards of community service, and then to assist them to further their own education, the legislation promises to make a major contribution to the national welfare in several ways.

First, it will express our national commitment to community service, enhancing its prestige and reminding young people of its importance.

Second, it will attract thousands of vital young people to volunteer-using organizations that need their energy and enthusiasm.

Third, it will provide a significant new source of financial aid for American students, making college possible for many who might not have been able to afford it.

And last, it will contribute something vital both to American colleges and to the students who attend them. Students who come to college after two years of community service will have greater maturity, a clearer sense of purpose, and, most important, a richer understanding of the human implications of their education.

Such people will be better students, and colleges at which they enroll will be better for their presence in the student body. That may not be a benefit that was envisioned by this bill's sponsors, but it is a very real one and should not be ignored.

Legislation that promises at once to give our young people a new appreciation of community service and to improve the quality of their education promises this country a double benefit of great importance.

I do not want to end my testimony today without addressing a few words to Title II of the bill, which provides educational benefits

to college juniors and seniors who agree to serve in the Peace Corps for two years.

The Norwich Peace Corps Preparatory Program, now in its second year, is an exciting program that prepares our students for service in the developing nations with the Peace Corps and similar private agencies concerned with development, service, or relief. As such, it seeks to achieve the same ends as Title II of the bill and utilizes similar means, including a specialized program of instruction, community service experiences and debt forgiveness for those who complete two years of service in the Peace Corps.

At Norwich, we believe the Peace Corps represents the best of the country in its relationship to the third world, and we recognize too that the need for Peace Corps volunteers has never been greater. Our own program, the first of its kind in the country, can make only a tiny dent in the demand for Peace Corps volunteers.

However, the Peace Corps Training and Educational Benefits Demonstration Program, as outlined in Title II, can do far more than that. It truly has the potential to bring substantial numbers of well-educated, vigorous, enthusiastic volunteers into the Peace Corps, the very best young ambassadors this country can send to the Third World.

Norwich University regards such a prospect with unlimited enthusiasm and salutes the sponsor of this legislation for their vision and dedication to the encouragement of national and international voluntary service.

Senator STAFFORD. Thank you very much, Mrs. Todd. Next we will hear from Dr. Bunting, the Chancellor of Vermont State Colleges. Dr. Bunting?

Dr. BUNTING. Senator Stafford, fellow panelists and friends, I am delighted to share a few comments on Senate Bill 762, and I look forward to our subsequent discussion as well. Skipping over some parts of my testimony, I will expand other parts and I will come out about five minutes.

In general, I support both the purposes and the specifics of this bill and I applaud the leadership provided by Senators Stafford and Pell. In this instance, as we have applauded your leadership so often in the past, you make quite a team, Senator.

As to purposes, the bill provides a positive alternative to educational the lockstep which now exists between high school and college for many of our youth. I recognize that while this may border on heresy coming from a college person, in a time when we have declining numbers of high school graduates, nonetheless it's important to say.

Indeed, as the numbers of high school youth, an important percentage of high school youth going into college have themselves increased, we need to be more aware of the kind of straight jacket that our society may be providing. Our economy no longer provides many viable options for young people coming directly out of high school or certainly for high school dropouts. Their earning power has substantially declined, both dropouts and high school graduates, over the last decade just as college graduates earning power has increased.

This lockstep, at the same time, there is as a result much greater pressure on everyone to go into society with college behind them.

Yet the immediate transition from high school to college is one which I think is a problem for many people. We are forcing very diverse people into a single mode of growth and development.

There are diverse needs, there are diverse motivations, diverse stages of development, diverse ways of learning. I think this bill, one of the hidden strengths of it and one of the great potential values of it, is the way in which it conveys another alternative, another way in which people can learn and grow and mature in our society.

In addition, the bill embodies another important value which is to devote a part of one's life to service to one's communities which will itself have an impact, much as did the idea of the Peace Corps, having an impact well beyond the program itself. I think of the concept of the alcohol-free graduation celebration. I think the idea of this grows well beyond the original imaginings of the concept. Today I detect a considerable resurgence of college student interest in volunteer community service, both in our colleges and elsewhere and the bill's timing may be excellent in capturing and extending this resurgence.

There is a recent article in the Free Press which has documented a number of voluntary kinds of activities going on through college students. Just to pick one example from my system, Johnson State College has something called a Voluntary Service Learning Project, and through this project students are participating very widely in a very wide range of community activity.

I was particularly interested though in the extent to which they focus on serving younger children, high school and elementary school and even younger children in the communities around Johnson State College. There was a hot line service for counseling with high school students in difficult areas, peer counseling in drug and alcohol going on. There is extensive Big Brother/Big Sister programs with younger children, as well as the more respected tutoring/recreation kinds of programs.

Definitely I think, hearing from all institutions, this kind of voluntary activity has gotten on the upswing and again, for that reason, the timing may be excellent.

With respect to process, I find much to commend as well. The bill presents a positive option for young people rather than a compulsory model which, in my judgment, would be unfortunate and counterproductive. The authorization would limit activities to selected demonstration projects to permit testing and development of a new program idea, an intelligent and sensible course, in my judgment.

Finally, the support would be provided to programs crafted and administered at state levels, a much preferable alternative to direct federal administration.

Within the context of this positive assessment, let me make three observations which may be helpful. And my first is really picking up on previous testimony. So many people have suggested extension of the concept to other populations, and I think that is a reflection of the power of the idea and the attraction and indeed the broader application of the idea. Perhaps it is more a question of where to start than where to end in terms of extension to other people.

Having said that, I will now make the same kind of error or take the same kind of step. I guess, Senator, here I am returning the favor to Commissioner Mills.

With respect to program eligibility, youth of ages 16 to 25 would be eligible to participate but must have completed high school or the equivalent. I do applaud the availability of such options for clearly college-bound youth and include the availability of job training options.

However, have we considered the value of community service experience for high school dropouts and others for whom future education incentives may not be compelling? Indeed, one could argue that the potential impact and benefit from "hands on" projects of community service will be that much greater for those for whom schooling has not been a successful experience.

I note that the recent report, "The Forgotten Half: Non-College Youth in America" includes strong recommendations for such programs and opportunities.

Second, program experience. Although this observation may not be directly relevant to the text of the statute, we may be well advised to consider the wide range of experiencing levels, needs, and potential contributions of youth, even in the 16- to 25-year age span. Energy levels, work experience, needs for social groups will differ. Some should contribute much as supervisors; others will particularly need supervision and direction.

Third, supplement, not supplant. I am told that some other bills seeking to promote national and community service have as one purpose replacing some existing Federal financial aid programs, or seek to establish such service as a pre-condition. Clearly and happily, this is not an objective of S. 762, but it may be important to emphasize this difference.

Since individual educational benefits under the program are not need-based, it is essential that funding for this bill not be taken from existing programs of financial aid. Similarly, we must insure that existing Federal community service programs, such as ACTION, VISTA, and the Peace Corps, not be "tapped" for the necessary program funding. In general, these programs, themselves critical, I assume, to the successful implementation of S. 762, have struggled to hold their own over the past several years.

I hope these brief comments are helpful and would be pleased to respond to any questions.

Senator STAFFORD. Thank you very much, Doctor. Now we'd be very happy to hear from the President of the University of Vermont, Dr. Coor.

Dr. COOR. Thank you very much, Senator.

I'm moved to comment on the significance of this moment after the adjournment of Congress with all of the business and farewells that were involved there, after each of us have had an opportunity to salute publicly you and your leadership, how fitting it is, how predictable it is, in the quietness of the day-to-day moment come home and have yet another hearing. Here is Helen sitting in the audience and with you here, carrying on that quiet, effective quality of leadership you have had for so many years, Senator.

I have had the pleasure of sitting across the table for about 12 years with you now and you will be missed. You will be missed be-

cause this is what is predictable about your leadership, so I salute you.

As I noted, it's no surprise to us that you keep working right up to the last minute and keep working in a way that is so befitting of the values that you represent.

Senator STAFFORD. Thank you very much, Doctor. I appreciate that.

Dr. COOR. In my formal testimony, I noted my very strong support of this proposal and my hope that it will get underway. It's time, as others have said here today, to move beyond talking about this issue and to put a demonstration in place and one specific recommendation that I make is that the assessment part be given more attention so that in fact there will be legs on this project to carry it on for fuller funding and a broader set of horizons once it is completed because I know it will be successful.

Let me comment here briefly on what I see to be the meaning of this step and why I so hope that you and Senator Pell are successful in having it adopted, modest as it is and limited in funding as it quite properly should be at this stage.

Leadership is, in my judgment, the key to tapping both the reservoir of very deep interest in helping others. You have heard it here this morning, it's evidenced in the programs Edward has described and Cynthia has created here and it is bubbling up in Norwich and on all of our campuses. But leadership has got to do more than just encourage; it has got to give it a strong symbolic purchase on the place in society.

As often happens when the timing is right, the desire and the basic work that is necessary to make these events happen is already underway and it is why the timing right now is so crucial to capture that moment and to symbolize to all of these young people not only how valuable it is for society to have them serve, but how valuable it is to themselves.

You are going to hear from Rainu Kaushal of UVM who leads our Volunteer in Action Program on the next panel, and you are going to see how that truly is on the minds of many who have the benefit of a given environment and know that there are values to be derived.

It is reaching beyond those to others, and listening to other voices who have said there is something to be earned out there and it's beyond materialistic and its personal wealth, just to reach them as well and say it is more rewarding for you to give to others, and as you do, you will be a bigger person yourself.

I want to tell a tale of a young woman who graduated from UVM in May that is to me the best and most meaningful way in my thinking right now to get that meaning across and why taking a step like this one is so important. She was a student leader known on campus widely, the typical robust, healthy young undergraduate, into everything.

On the evening of her commencement, I learned this only two weeks later in a note from her mother who said if she ever hears I told you this, she will be upset with me. The evening when restaurateurs in town know the most sumptuous feasts are laid on by joyful parents and students who are celebrating, this young woman and two of her classmates, also graduating, went to one of the shel-

ters here in town where she had been working and knew some of the people there, obviously, but given the turnover of clientele, didn't know many. And she and her friends made major dinner, more than the soup kitchen, for all who were there. She did it because it was her way of expressing her joy at this accomplishment in her own life.

As part of the dinner, and it was apparently quite a major feast, they spent the afternoon working on the dinner, and she took a bouquet of flowers down and put it in a vase. And as one of the homeless men came through the line, he took a flower from the vase and took it over to the young woman as his way of thanking her for this moment. He knew the town was packed with graduates, he knew what was happening in her own life. And then one-by-one, every person in that room came forward and took a flower and gave it to someone else and therein started a spontaneous story from each of them, of their lives, brief little vignettes of what was important in their lives.

I can tell you there was nothing we did at UVM that is more important to that young woman than what was symbolized by that. And I can tell you as well that there is nothing more to give to any of our young people, those they serve and they themselves than to have the privilege of that kind of experience.

It is a movement from the quiet voluntary path, it's now quite valuable, more centrally into the mainstream where that voluntary life and death, that greater Claim from society that so enthuses me about this bill, and with it, my hopes that you and Senator Pell and those of us who can help give support to it in the new Congress see it put in place and let it happen so that things can be completed from that bill.

Senator STAFFORD. Thank you very much, Dr. Coor. I said in my opening remarks that this program will be a top priority item for Senator Pell when the 101st Congress is convened, so I'm optimistic it will be speedily enacted into law.

Ms. Parsons, a proposal has been made by several members of Congress to make community service a requirement for receipt of federal financial aid. My own belief is that volunteers in community service should be just that, volunteers.

Given your support for national service, how would you respond to the concern about voluntarism?

Ms. PARSONS. I have a quick Coolidge answer to that: It's difficult to learn how to volunteer in a mandatory program.

Senator STAFFORD. I think that is an excellent one.

How does the training offered to Norwich students in the Peace Corps preparatory program of two years differ from training offered to additional volunteers, if it does?

Mrs. TODD. I think it does. The training of the students in the two years preparatory program that is centered around four, one each semester, three credit programs focusing on things such as the Third World economy, geography, and interest and examination of what it means to serve, how one serves well, and examination of the community service activities they are doing at the time, that they are taking these courses. It is a very specialized program of instruction that we are developing for them in the hopes that they will going into the Peace Corps or any other service program

really well prepared, not to have to be adjusted but with the appropriate start.

Senator STAFFORD. Thank you. I can say that on the committee we have watched the experiment in Norwich with a great deal of interest from its inception.

Dr. Bunting, is there a role for faculty members in campus-based community service?

Dr. BUNTING. I think there is role in two ways that I would comment on. First, there are kinds of activities and experiences that students can have and do have themselves which can contribute to their own learning and their own program studies. Those need to be done carefully and those need to be done with the proper attention to theory as well as the actual experience, but that is an element for a number of institutions.

Secondly though, I think that just as you can only learn how to volunteer as a volunteer, similarly, the activities of role models are very important to students and I guess one thing I'm struck by in some of our institutions, I know particularly Lindon State College and its role, broad role in the community for the Northeast Kingdom, is the way in which the faculty themselves, the staff and administrators in colleges have largely set the model for community service there. And students in many ways learn more from the behavior of their elders than they do from what they may say in classrooms.

So I think the answer to the question is short, in Coolidge fashion, is absolutely.

Senator STAFFORD. Thank you Doctor.

Dr. Coor, I understand that Brown University has initiated scholarships and other tuition benefit programs to attract applicants with a high school record of community services involvement. Are similar programs available or under consideration on your campus?

Dr. COOR. Yes, Senator. In both instances we have taken advantage of the fact that John Dulling is a graduate of the University of Vermont and in legendary terms serves as an example in his own teachings and activities to many to create the John Dulling Fund at our Center for Service Learning. It is not a full scholarship program yet, but it does provide stipends that encourage in exactly the same way that you are with this legislation and that Brown University does in its program.

Senator STAFFORD. Thank you very much. I do have some additional questions I would like to submit in writing and other members of committee may as well also. Our gratitude to you all for coming here this morning. We appreciate it very much.

[Temporary break in the program.]

Senator STAFFORD. If our guests will be quiet enough so we can get going, this panel will consist of Ron Chesbrough, the Project Director of Community Service at Trinity College, Ms. Rainu Kaushal—if I mispronounce the name, I apologize—here with the Volunteers in Action; Jeff Shupe, Norwich Peace Corps Program, and Ms. Alysia Krasnow, Champlain Valley Union High School Duo Program in Hinesburg, Vermont. We'll go in the order in which I call your names.

Mr. Chesbrough, you are first. If you have a prepared statement, We will put them in the record for you and we would ask you to

come in here in five minutes and limit your statements to that time, if you can.

STATEMENTS OF RON CHESBROUGH, PROJECT DIRECTOR, COMMUNITY SERVICE, TRINITY COLLEGE, BURLINGTON, VT; RAINU KAUSHAL, UVM/VOLUNTEERS IN ACTION [VIA] PROGRAM, NORWICH UNIVERSITY, NORTHFIELD, VT; CADET JEFF SHUPE, NORWICH PEACE CORPS PROGRAM, NORWICH UNIVERSITY, NORTHFIELD, VT; AND ALYSIA KRASNOW, CHAMPLAIN VALLEY UNION HIGH SCHOOL, DO UNTO OTHERS [DUO] PROGRAM, HINESBURG, VT

Mr. CHESBROUGH. I'd like to thank you, Senator Stafford, for the opportunity to deliver testimony on this bill and join the previous witnesses in thanking you for your years of service to education in the State of Vermont.

Senator STAFFORD. Thank you.

Mr. CHESBROUGH. I am what you might call a token director on a panel of otherwise pearls of wisdom, the students themselves, and so I will limit my testimony. I have previously delivered written testimony that goes into specific recommendations and critiques of the bill itself. I'm going to limit my testimony this morning to the concept of community service as I see it from a project director's standpoint.

I am the director of a program here at Trinity College begun with the receipt of a three-year ACTION grant in 1987. Since receipt of that grant, my position has been institutionalized, as it were. We borrowed money from Trinity College and that is based solely on the success of the program as we witnessed it today.

We have had a great success engaging the traditional aid to essential population in community service projects here on the campus.

I have found in a general sense that on this campus and otherwise, students are, in fact, with others who have testified, waiting for an opportunity and for the resources to be delivered to them to be involved in community service, and I'd like to give one example.

Last year, an example of particularly of the strength here in Vermont as other people have said, last spring Trinity College sponsored for the first time an event that was a national event that occurred in 114 colleges across the country sponsored by the National Campaign Against Hunger, the event being a hunger clean-up.

Trinity coordinated the efforts of all the colleges and universities in Burlington for the first time in engaging this one-time service event and ranked seventh in the nation of 114 cities participating in this event in terms of money raised for hunger relief, seventh among cities much, much larger in student population than Burlington and the surrounding area.

Another indication of the strength of programs like this in Vermont is the variable plethora of action money that has found its way here. We have ACTION grants at Johnson State College, Trinity, UVM, and St. Michaels in student community service projects.

I would like to speak just briefly to one of the questions that are paramount and that is what are benefits to the students and what

are the benefits to the community of involvement in community service. And there are several in each category as I see it. One is the student development of broad perspective on the needs of the community and the student's responsibilities and abilities in meeting those needs.

Secondly, would be the development of an ethic in the community and a social responsibility.

Third, the enhancement of classroom learning through the engagement of meaningful real life learning, the development of leadership skills in the community, the development of career knowledge and skills through engagement through pre-employment investigation in a career field. To the community, some of the benefits accrued from community service involvement are the valuable source of skills, insights, energy and talents that the age group that we are talking about here, 16 to 24 or 25, can provide.

The community also had the opportunity to work with and train the employees and leaders of tomorrow and finally, we see the enhanced and more productive relationship between the college and the community.

To both parties I would suggest that the benefits of community service include a broadened context within which we can define the concept of community. The partnership conceptualization where we have students going into the community to learn from community people, the community then in effect, benefitting from the students' involvement in community, brings and allows and encourages the college or university to engage actively in community life at the same time that it invites the community to be in relationship with the campus and its concerns.

In conclusion, I would like to just say that I feel that this bill comes at the right time and certainly from where we are today the right place. I have already testified to what I feel to be the strength of this particular locality in community service. I feel quite frankly that Vermont is and can continue to be a leader in the field of community service and that this bill, S. 762, can only help to fuel the fires of community spirit that we see growing here and I believe across the country. And I thank you once again for the opportunity.

Senator STAFFORD. Thank you very much Mr. Chesbrough. Next we will hear from Rainu Kaushal.

Ms. KAUSHAL. Thank you, Senator Stafford.

Senator STAFFORD. Can you pull the microphone over? We want to be sure you are recorded and we want to hear you.

Ms. KAUSHAL. All right. Thank you for that opportunity to speak here today. I am a senior at UVM and I have been involved in community service since I was ten. I have worked with a variety of community service projects at UVM. This year I am the President of the Mortar Board Society at UVM, recognizing students who have contributed to community service as well as students who have leadership and scholarship skills. Perhaps more importantly, I have directed Volunteers in Action or VIA as it is commonly known.

VIA is the largest volunteer organization on campus with over 300 student volunteers. It is the most rapidly expanding organization on campus also. Through its seven programs and a number of

special events, it attempts to help Burlington area residents in need of assistance.

I feel students are benefited in a variety of ways by community service and that the ways in which they are benefited are as varied as the reasons for which they become involved so I decided, concentrate on two ways in which students become benefited by their experiences of community service today.

The first is that they develop an attitude of social responsibility. I'd like to compare these benefits to the experience of traveling.

As you travel, you encounter people from different backgrounds, and similarly, when you do community service, you encounter people from different social stratas, different economic backgrounds, sometimes just people of different ages. Encountering these different types of people stimulates the questioning of your own values, your own spiritual, moral and material values, which ultimately leads to the realization that we share humanity with others, and this sometimes develops into a sense of responsibility towards others. It's all linked by some deep, common shared belief that we are all responsible in some way for others.

Another benefit that I found in community service for students is a clarification of career decisions. I personally decided to become a physician and part of the reason for that decision has been my community service work. I realize I enjoy helping others and I want to dedicate my life to that.

While the benefits to the student is clear, I think the benefits to the community are also quite substantial. There are a lot of homeless people now in shelters. There is the emotional support for the elderly person now spending time with students or something like that, and it increases the importance of the hope that other people do consider me, even that I might be down and out at this time of my life, other people do consider me important enough to spend time with me and be concerned about me.

The benefits discussed thus far have been largely individual. On a broader scale, "town-gown" relationships in communities, the relationships between students and community members are strained and through service they are able to realize a better part of that group and a more positive aspect.

I support this bill. I think that it will improve access to higher education for students through its financial benefits. However, I would propose perhaps an additional program which would involve a one-year option. I think a two-year break from school is quite substantial and that it could be detrimental to their education. Perhaps a one-year option might be considered.

I'd also like to comment on a wonderful side effect of this bill in that it's going to improve the access of volunteer service for students also. I have seen increasingly in my experience that it is the financially elite who are able to serve. Many students have to have part-time jobs to fund their education and many students I come in contact with are those who don't have to work.

UVM does have a similar program through their work-study internship program which provides financial benefits to community service, and it works quite well. And I think one of the reasons it works quite well is because both the applicants and the organiza-

tions are carefully screened. It is understood that not each applicant is suited for each community service organization.

So I think the ultimate success of that program would be that type of careful screening.

Senator STAFFORD. Thank you very much. Mr. Shupe, you are next.

Mr. SHUPE. Thank you, Senator Stafford. I'm very pleased to have an opportunity to talk about my experiences which directly relate to this bill.

I am in the Peace Corps program at Norwich for the second year, and as you stated, it's very difficult, and what I'd like to do is talk about my experience today and also in the future. Last year the program was set up to do a three-credit class with also a lab section. And in this three-credit class we learned about the Third World, the culture, the political and sociology, and the environmental problems that they have, and also how to go about looking at and developing plans to help those countries, and this was a very intense and very instructive program, and the other students and I felt we really gained a lot of insight into the developing countries.

For the lab section we had a chance to go into the community and help with several programs. For example, we would winterize homes, cut wood and also have a chance to meet those people and develop relationships, because that is part of the program, and I see it making those ties with the community because without the ties, how did you get a program successfully accomplished?

One experience that I had a chance to participate in is our summer program which was last summer. Myself and Trish Featherstoneha went down to Jamaica and we stayed in Kingston, the capital, and we took classes down there also twice a week, which entailed history, literature, sociology and psychology, and those were very informative in helping me understand directly what makes a developing country what it is, having the chance to go down and live and learn about the culture.

Also we had a chance to be stationed at a service agency three times a week, and I taught swimming at the local YMCA, which was very challenging and rewarding because I had never taught that before, and I had never taught that age group, 4 to age 16, and I really enjoyed it. It was an opportunity to make new friends and to learn new things, and that is what I did. And after hearing about the hurricane that happened, I'm now receiving letters and mail from those people, and it's hard to understand that those places that I stayed and visited aren't there anymore, but yet it is very interesting to hear how they will make it through.

The program this year is set up a little differently. It's done on a case study method so I can really get my feet wet on how to solve those problems, how to role play, how to make up a scenario that the Third World countries face.

Also for the lab session this semester, I will be working on a tax assistance program for the IRS and what I will be doing is the behind the scenes finance organization for that and what we will hopefully do is to take students that volunteer to go into the community and help elderly and the needy with their tax returns because this is a much-needed area and that is why the IRS program

has its program set up and it will help the students getting involved.

The future as I see it is a great outlook. The program is just starting and there is great support for it along with this bill and I really believe that student involvement will increase, and I hope that at Norwich—the two campuses combine a different flavor. We have the Vermont College campus and we have the military college campus, and the different views will just make the program stronger.

I also look, on a personal note, upon graduation I hope to go into the Peace Corps and serve for at least two years. Because of my summer experience in Jamaica and the kind of a program it's given me an added foothold in support for that that I need to make that decision. And I hope this bill will do that and thank you very much.

Senator STAFFORD. Did you have prior military service before Norwich?

Mr. SHUPE. No, I didn't, but I was in the ROTC Program under the Air Force for two years.

Senator STAFFORD. Thank you very much. Finally, we will hear from Ms. Krasnow.

Ms. KRASNOW. Thank you, Senator. It's a great honor to be the only high school student in the state that is here.

I'm a senior at Champlain Valley Union High School in Hinesburg, Vermont. Through a program in my high school, I became involved in the Teen Hotline here in Burlington. I have been involved in my school and I am a member of our National Honor Society. I also started our school's first Project Graduation, which is a substance-free after graduation party which was organized by the community which Mrs. Parsons talked about, and that is my background in community service.

Serving the community helps the student gain self-confidence and develops leadership. Being involved in community service gives me a good feeling because I know I'm helping people who may be less fortunate than myself and this year I'm tutoring and counseling. This has helped me to learn about myself as well as working with other people. It is a good experience that helps to build character.

Having students involved in community service is good for the community since there is someone there to help out. Also, when students are involved in community service, it helps change the bias that some people have against students and my generation. They believe that we are only in it for ourselves and for the money, and see students working in the community free, and volunteering makes these people think twice.

I do think this program would improve access to higher education for students, especially now since college tuition is so high. My question is, however, will the program stress the financial incentives and will it attract the wrong type of people? Will there be some way to filter out the people who want to participate in the program just for the money and not put their whole heart into the community service that they are performing? What will be the criteria for selection?

I suggest you require at least one year of service from high school. Other than that, I think the bill is very good and will benefit a lot of people. Personally, I don't know of any similar program. The only one that comes to mind is our DUO, Do Unto Others Program at my school in which students can receive credit for performing community service, and this program had been in existence for a number of years and a lot of students are involved in it in my school.

I think the program will also be beneficial to Vermonters. As a group, Vermonters are generally caring and people-oriented. Any incentive to get more people involved in the community is great. I wish the program was in existence this year so I could participate.

Thank you.

Senator STAFFORD. Thank you very much, Ms. Krasnow. Old Senators like to reminisce. Your coming from Hinesburg reminds me that some years ago I visited in the Hinesburg Elementary School. I'd been given a ride down there in a Volkswagen Beetle by one of the teachers and one of youngsters, school children, asked me where my tank was. He thought I must have come down in an armored tank and was very much disappointed to learn I had come down in a Volkswagen Beetle.

With that aside, let me ask you in light of your commitment to volunteer work in high school, would a program of community service in exchange for college financial aid be of interest to you and do you think such a program should exist? Would it have broad appeal among young people seeking higher education?

Ms. KRASNOW. I think it would have a very big appeal to a lot of people. As I said, I wish I could have participated in it. I think the only thing, as I brought up before, is the financial incentive being the reason why people will get involved instead of putting everything into the community service. I believe that community service is something that you should want to do, not feel like, "Well, the money is there; I will do it this time."

Senator STAFFORD. Mr. Shupe, before I read a little bit of your background, I was going to ask if you had any relatives out in the Midwest because a dear friend of mine in Congress was from, I think, Montana or something like that, named David Shupe. I don't know if you can claim he is a relative, but you could say anything you want to.

Mr. SHUPE. Sir, he is a distant relative, very distant. There is only one family of Shupes in the United States and we are all related if you go back far enough in some way.

Senator STAFFORD. If you were asked to recruit other young people for the Peace Corps preparation program at Norwich or on any other campus, how would you describe the ways in which you benefited from the experience beyond what you have already told us?

Mr. SHUPE. Well, Senator, I would be honored to do that and I feel that the experiences that I have had with just being able to talk to everyone as I have talked to them in the past has said, "I wish I had the chance to do that," or they have said, "I had a relative who is in the Peace Corps, and they [illegible] of it as yourself." The fact that the program is set [illegible] and be in the area where you want to do that makes it appealing. I know

that when I want to serve in the Peace Corps that there will be hard times, but yet there will be a lot of rewarding times.

Senator STAFFORD. Do you think a community service requirement in exchange for federal student aid would be attractive to the same numbers of students who are now willing to borrow money to attend college?

Any questions I ask you, if you prefer to answer in writing, that would be acceptable to me.

Mr. SHUPE. No, that is fine, Senator. I personally feel, like she was saying that tuition is a financial burden, but to get the quality people we are talking about—Mrs. Todd and I were talking about this on the ride up—is the fact how do you evaluate community service or what makes community service successful? That is something that needs to be looked at, but I know that this bill will be a great help in my shoes because I know tuition money is expensive to pay that.

Senator STAFFORD. All right. Thank you. Ms. Kaushal, do you think that your volunteer work has been competitive with your academic time? One concern that I have is that serving time in community service participation is the severe time constraints facing students, and studies and jobs don't leave many hours for volunteerism. What is your solution to this dilemma?

Ms. KAUSHAL. I think my own experiences are a perfect solution to that, actually. I was the Director of Volunteers in Action on campus. It involved 20 to 30 hours a week, and I received academic credit for that by taking an internship, it was called a work service learning internship. So for one semester I was involved in that field experiment, in writing an extensive paper on what went into the community services experience and the second semester I was involved in a seminar with the other students involved in the community, so if it were to be a given academic credit for the type of work because I think it's a very legitimate learning that is going on and I would also like to address a comment you made earlier, a concern about attracting students just for financial reasons.

In my experience students become attracted to volunteer work for a variety of reasons and ultimately they seem to get something out of it, so I'm not quite sure there are wrong reasons for people to become involved in volunteer work. I think ultimately they would begin to understand there are more important reasons to be involved in the community.

Senator STAFFORD. Mr. Chesbrough, what percentage of students participate in the ACTION program now on your campus?

Mr. CHESBROUGH. Currently we have—most of our efforts with the ACTION program, the community service program that we run, center on the traditionally residential population, and we are only in our second year and we are looking to expand into the community population and the non-traditional. But of that group of students that we actively work with, fully one-third of that population has been involved in service activities this fall.

Senator STAFFORD. All right. On behalf of the committee, I thank you all very much for joining us this morning and giving us your

thoughts and suggestions. Thank you for consideration. Thank you very much. And unless there is something further, this meeting is adjourned.

[Whereupon at 12:10 p.m., the subcommittee adjourned subject to the call of the Chair.]

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